DOCUMENT RESUME

ED 080 273 56 RC 007 206

AUTHOR	Pryor, Guy C.
TITLE	Educational Accomplishment Audit of the Bilingual Education Program. Harlandale Independent School District, San Marcos Independent School District, Southwest Texas State University, 1970-71.
INSTITUTION	Harlandale Independent School District, San Antonio, Tex.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C. Div. of Bilingual Education.
REPORT NO	DPSC-97-0014
PUB DATE	29 Jul 71
NOTE	16p.; Related document is ED055686
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*Bilingual Education; *Comparative Analysis; Educational Improvement; *Evaluation Criteria; Program Effectiveness; *Program Evaluation; Quality Control; *Spanish Speaking
IDENTIFIERS	Elementary Secondary Education Act Title VII; ESEA Title VII; *Texas

ABSTRACT

The audit report (1970-71) on the Bilingual Education Program of the Harlandale and San Marcos Independent School Districts gives a critique on the quality of the project evaluation, discusses the comparative findings of the project evaluation and the audit, and confirms or questions the need for program modifications proposed in the evaluation. The audit report is divided into 5 sections: (1) introductory and general comments on the quality of the project evaluation and the comparative findings of the project evaluation and the audit; (2) detailed critique of the product, process, and management evaluation for each component, based on an assessment of the instruments used, data collection procedures, data analysis techniques, and data analysis presentation; (3) description of the auditor's on-site findings and their correlation with the evaluator's data and reports on a component by component basis, summary of consistencies and discrepancies, and interpretation of discrepancies; (4) recommendations for evaluation design revisions with a rationale for each recommendation; and (5) confirmation or questioning of the need for program modifications proposed in the project evaluation. (Author/NQ)

FILMED FROM BEST AVAILABLE COPY

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

ED 080273

EDUCATIONAL ACCOMPLISHMENT AUDIT

OF THE

BILINGUAL EDUCATION PROGRAM

Harlandale Independent School District
San Marcos Independent School District
Southwest Texas State University
1970-71

Submitted to:

Dr. B. E. Hughes
Project Director

and

The United States Office of Education as an educational accomplishment audit of the second year's operation of a program under the provisions of Title VII of P. L. 89-10, as amended.

By

Dr. Guy C. Pryor
Professor of Education
Our Lady of the Lake College

July 29, 1971

RC007206

EDUCATIONAL ACCOMPLISHMENT AUDIT REPORT

Purpose of the Report

This Audit Report is made in compliance with the contractual agreements, legal prescriptions, and official directives under the Provisions of Title VII of Public Law 89-10, as amended, for the establishment and operation of bilingual education programs. This is an Audit Report on the Bilingual Education Program of the Harlandale Independent School District, The San Marcos Independent School District, and the Southwest Texas State University, with Dr. B. E. Hughes as program director. The purpose of this report is to give a critique concerning the quality of the project evaluation and discuss the comparative findings of the project evaluation and the audit and to confirm or question the need for program modifications which have been proposed as a result of project evaluation.

Scope of the Report

The Audit Report follows rather closely the suggested Audit Report Content Areas received from the United States Office of Education and made a part of the contractual agreement between the auditor and the program director, as follows:

1. Introductory and general comments concerning the quality of the project evaluation and the comparative findings of the project evaluation and the audit.

2. Detailed critique of the product, process, and management evaluation conducted for each component, based on an assessment of the instruments used, data collection procedures, data analysis techniques, and data analysis presentation.

3. Description of the auditor's on-site visit findings and their correlation with the evaluator's data and reports, on a component by component basis; summary of consistencies and discrepancies, and interpretation of the discrepancies.

4. Recommendations for revision of the evaluation design, including a rationale for each recommendation. Since the auditor's objectivity can be retained only if the selection of a specific corrective action is a local decision, he should provide general rather than specific recommendations, posing several alternative actions or possible sources of assistance to the LEA in correcting the deficiency.

5. Confirmation or questioning of the need for program modifications which have been proposed as a result of project evaluation.

Each of the audit areas described above will be referred to as sections with the section numbers corresponding with the audit area description numbers.

SECTION I

General Comments Concerning the Quality of the Project Evaluation and Comparative Findings

The Evaluation Report for the School Year 1970-71 follows closely the kinds of evaluations that were listed with the objectives for process and performance. Generally speaking the evaluation report is quite adequate and comprehensive. Many of the suggestions that were made in the pre-audit report have been made a part of the revised evaluation design and encompassed in the evaluation report. Specifically these include demographic data for the two districts, baseline data for the first grade children in linguistic competence and general ability, and measures of skills in Spanish in the first grade.

Even though the data are analyzed very well to reveal the extent of the attainment of the specified learning objectives, perhaps additional information could have been extracted from the data for more specific instructional analysis for the further improvement of learning. Specific reference is made here to intra-class and inter-class variability and types of information or skills in which the most progress was made or in which the greatest deficits occurred. However, it must be quickly pointed out that in many instances this progress or lack of progress was frankly reported.

The evaluator has managed to maintain a high degree of objectivity. The auditor has detected no bias that is due to subjectivity or a myopic view of the project. In some instances additional emphasis could have been placed on the successes or indications of progress of the bilingual program without distorting accuracy of reporting.

The evaluation report covers the first four components of the program rather comprehensively but is almost totally silent on the Project Coordination Component except for the inclusion of an organizational chart for the Bilingual Consortium. The other four components are: (1) Curriculum Development Component; (2) Instructional Component; (3) Teaching Improvement Component; (4) Community Involvement Component.

Most of these general statements will be supported with specifics in the next section.

SECTION II

Detailed Critique of the Product, Process, and Management Evaluation Based on an Assessment of the Instruments Used, Data Collection Procedures, Data Analysis Techniques, and Data Analysis Presentation

The evaluation report begins with a rather accurate but brief Summary of the evaluation. The second paragraph of this summary reiterates "the primary objective of the program is to prevent educational retardation of these children by teaching in Spanish while competence in English is being developed". Subsequent data do not substantiate that the Spanish language is being used enough to say that it carries the instructional load while competence in English is being developed. The basic and most significant findings in the evaluation are reported in the summary with a high degree of accuracy.

The evaluator has appropriately called attention to many aspects of the two school districts involved in the program that are similar and has indentified common instructional needs. Demographic data on the two districts were collected by the evaluator this year. She summarizes her findings by saying, "Demographic data were roughly equivalent for the two districts". The auditor has seen enough of the data and asked enough questions to be convinced that the evaluator's statement is correct. However, it certainly would have been more effective if these data had been clearly presented in a comparative table for all to see and examine. Some of the auditor's hypotheses about the differences between the two districts were apparently in error. The percentages of Spanish speakers and the low-income levels confirm the need for bilingual instruction.

In the Program Description the evaluator makes reference to the Organizational Chart, Table II, Page 9. From this chart it can be easily seen that the Bilingual Consortium is an administrative overlay on the adminstrative structure of the two districts. The extent to which an administrative overlay may become effectively operative is dependent upon the extent of its acceptance and integration with the existing administrative structure. The most sensitive area of conflict or confluence is revealed in the two solid lines running to the bilingual teachers. One of these lines comes from the Project Director through the Bilingual Coordinator and the other comes from the building principal and the administrative officers above him. Whether these administrative lines are characterized by confluence or conflict depends on the extent the bilingual program is integrated into the total curricular learning program of the elementary schools. This integration can occur through communication, consultation, joint planning, common objectives, and complete coordination. If these harmonizing factors are absent or inactive, these lines will become sources of conflict. The teachers will begin to feel that they are called on to carry on the two programs, the regular curricular program under the direction of the principal and the bilingual program under the project director. If the intent of Title VII to develop bilingual programs that will continue after Federal funding has ceased is realized, then evidence of this fully integrated instructional program should be emerging at the end of this second year. The auditor's sampling of more than 30% of the teachers and more than 50% of the principals reveals that there is a feeling that the teachers are being called on to carry on two separate programs. The two district superintendents share responsibility with the

project director for the existence of this condition. This emerging difficulty should be resolved before it becomes more acute. This is a problem of having an integrated curriculum for the pupils. This will be further discussed under the findings concerning teacher attitudes.

Under Program Descriptions, Pages 6-13 of the Evaluation Report, the evaluator has very accurately described what has happened in the bilingual program during its second year of operation. The auditor considers this an essential aspect of any evaluation. Factual reporting provides the setting for the statistical measures which are reported later.

The evaluator on Page 12 of the Program Description has stated, "The English language arts program began with an oral approach in the first grade. Typical language readiness procedures were used, with explanations being made in Spanish when necessary". This is realistic reporting and far more descriptive of what actually took place than the statement in the objectives that instruction was carried on in Spanish while competence in English was being developed to which reference was made earlier in this report. The evaluator has not indicated any part of the program where Spanish carries the total instructional load except in Spanish language arts. The auditor's on-site visits confirm this viewpoint.

Putting ability measures back into the evaluation design to provide additional baseline data for the first grade seems most appropriate. The useful effect of giving the tests with directions in both English and Spanish is reflected in the score on the Goodenough and Otis scores in Table IV. The Otis Non-verbal pre- and post-test indicate more than

normal progress in development of ability during the year. This could indicate that the bilingual programs in the first grade are eliminating some of the deficits in learning that have been apparent. The verbal scores were slightly lower than the non-verbal scores.

The data in regard to the voluntary use of English is interesting, but it is impossible to tell whether it reveals anything about the efficiency of the program since there is no control group of similar pupils who were not in the program.

The auditor concurs with what the evaluator said about the Metropolitan Achievement Tests. The evaluator pointed out the highly significant fact that none of the first grade classes attained the objective in reading meaning, while 50% of the first grade classes attained the objective in word discrimination. This strongly suggests that methodology for teaching reading should be reexamined. Recommendation Number 5 in the first paragraph of Page 20 is especially important. The teaching of reading meaning showed to be a little better in the other grades but this was still the lowest area.

Since the third and fourth grades received separate grades on problem solving and concepts, it would have been interesting if the evaluator had reported how these scores compared.

The evaluator has indicated some dissatisfaction with the performance tests in determining competence in Spanish. A careful examination of the performance objectives and the measures that accompany them reveals that these fragmented measures have little to do with the holistic competence in Spanish language skills in meaning, understanding, and communication. The evaluator has indicated that revisions will be

made for next year. The objectives referred to are on Page 28 of the evaluation.

One of the major objectives of the social studies units was to give the children more pride in their heritage. An examination of these units shows that they were designed to give the pupils knowledge and pride in their American heritage but the true Mexican-American heritage is almost totally missing. Even the opportunity to have pupils name Texans with Spanish surnames who fought in the Alamo was missed. The criteria for measuring performance in the social studies have little or no relation to social studies concepts and to the real purposes for teaching social studies. The measurements are of the factual recall type in Spanish and English. The data resulting from the application of these criterion measures can have little significance. The social studies units need to reflect the warm, affective nature of the Mexican-American culture. At least 50% of the measures should be in the affective domain.

The evaluator has pointed out the increased involvement of students at Southwest Texas State University who were interested in becoming bilingual elementary teachers. The auditor visited in 10 classrooms in the pre-test and in the post-test administration in both school districts. The students, with minor exceptions, did an excellent job of administering the tests correctly. This concurs with the evaluators statements on Page 29.

The evaluator has explained the various facets of the Staff Development Component as it operated this year. In addition to pre-service training with pre- and post-tests to measure improvement,

interactional analysis of every classroom with feedback to the teachers, video-taping with teacher self analysis, and classroom visits by the coordinators. All of these were good techniques and procedures. This was an improvement over the first year.

The teachers were rated twice by the principals and by the coordinators. The teachers also rated themselves. These ratings were apparently helpful but there was a very definite tendency on the part of the principals and one coordinator to over-rate the teachers. One principal rated his teachers so high in the first rating that it was almost impossible for him to show they had improved by the time of the second rating. Some additional and new approaches should be used that will enable the true feelings of the teachers to be ascertained more accurately and communicated more quickly.

The activities of the Community Involvement Component have increased this year as indicated by the evaluator. The evaluation of this component is accurate and complete. The auditor's findings confirm that of the evaluator.

The evaluator's recommendations are logical and in accord with the findings of the evaluation. The auditor finds them appropriate and acceptable. However, there could easily be lack of agreement in the methods and techniques designed to implement the recommendations. For example, Recommendation Number 3 indicates that a closer check should be kept of the amount of time spent teaching various parts of the curriculum and the amount of time spent teaching in English and in Spanish. The implication is that changes could be brought about by closer supervision and other external controls. It is very doubtful

that this would accomplish the goal. The change in the amount of time spent in teaching in Spanish would call for a change of attitude on the part of teachers. It might be true that this would also necessitate a change of attitude on the part of a number of other people before this could be accomplished at all. Furthermore, teaching the technicalities of language would likely have very little impact in teaching of reading comprehension.

The recommendations that have been made by the evaluator merit careful study by those with leadership responsibilities. They should not be ignored.

SECTION III

The Auditor's On-Site Visit Findings and Their Correlation with the Evaluator's Data

The auditor spent two days observing the administration of the pre-tests and two days observing the post-test administration in both districts. This involved six schools and 10 classrooms on each occasion. The auditor found the testing procedures being followed properly. The college students who administered the tests had been properly instructed and did their jobs well. There was some minor interference from over-anxious teachers. However, most of the teachers either did not participate or worked with the test administrator in a helpful way. A five per cent sample of the test scoring in the office of the evaluator revealed a remarkably high degree of accuracy. The auditor feels assured that the tests were properly administered and accurately scored.

The auditor spent two days observing bilingual classrooms, interviewing teachers and pupils, interviewing principals, and examining classroom

materials. The auditor found that some of the teachers were much too concerned with mechanical drills and rote teaching. Even when experiences were discussed, many of them were not basic to the children's interest. The teachers in general were more concerned with the isolated fragments of learning than they were with the meaningful use of language as a communication system. There were very notable exceptions. The auditor observed one first grade and one fourth grade where masterful teaching was in progress. There was a total range from masterful performance to lifeless perfunctory performance.

From these on-site visits throughout the year, the auditor gained evidence that the amount of teaching in Spanish was minimal. Some teachers admitted frankly that they did not use more than 30 minutes per day for instruction in Spanish including Spanish language arts. Some indicated that they used Spanish throughout the day for clarification purposes. One principal indicated that in a team teaching situation, one hour was used in the exchange of teachers for instruction in Spanish. The auditor timed the exchange on two ocassions. One day it was 40 minutes and on the next observation it was 30 minutes. The auditor's findings merely confirm what the evaluator has said.

The most important findings of the auditor were in regard to the attitudes of the teachers and principals toward some aspects of the program. The evaluation does reflect the existence of these attitudes but this does not mean that the evaluator and the project director are unaware of their existence. The auditor, evaluator, and project director have discussed these attitudes extensively.

The teachers and principals seem to feel that too much time is being spent in testing. This was an almost unanimous opinion in Harlandale but it was only about 50% prevalent in San Marcos. The auditor does not agree with the teachers and principals that there is too much measurement being done in the bilingual program itself. However, other measurements and testing are being carried on by regular district curriculum programs. This is another indication of the existence of dual, uncoordinated learning programs. It is recommended that all aspects of the testing program be restudied and that steps be taken to coordinate the total testing program of the two districts.

The teachers feel that they are unduly burdened by having to carry on two instructional programs at the same time. They feel that they must conform to the regular instructional program of the school districts and do their bilingual teaching in addition. This attitude is far more prevalent in Harlandale than it is in San Marcos. About 50% of the teachers in San Marcos feel this way. Two teachers in Harlandale and three in San Marcos thought that everything about the entire bilingual program was satisfactory.

The auditor views this as a serious situation. The bilingual program will undoubtedly disappear as soon as federal funding is over unless the program becomes completely integrated into the total instructional program. This means a unified, integrated curriculum. This can only be accomplished at the highest levels.

Future evaluations should include more complete reports on teacher attitudes even if it requires anonymous surveys.

The coordinators and community liaison workers have made all their materials available to the auditor in the regard to the Community Involvement Component. These materials, questionnaire results, visits to advisory meetings, and talks with parents indicate a high degree of favorable community opinion and cooperation. This confirms the evaluator's findings.

The on-site visits with the coordinators, evaluators, and project director have been most pleasant and useful. They have made all materials available, the data have been readily accessible, and they have been frank and open in their opinions and responses to questions. This attitude has facilitated the work of the auditor and made feedback possible and immediate.

SECTION IV

Recommendations for Revisions of the Evaluation Design

Some recommendations for revision of the evaluation design have been discussed under the specific critique and the on-site visit findings. However they will be summarized here.

Since one of the original objectives of the program was the prevention of academic retardation and enabling the pupils to increase their achievement to the point they would be approximately on grade level, it is recommended that the data be more closely related to progress in grade level attainment. Comparison with previous years could be included to see whether any progress is being made toward closing the gap. Percentile reporting does this somewhat. However, using percentiles for computation in distributions leaves much to be desired in statistical accuracy. The

evaluator has not done this, but she has also been limited in showing intra- and inter-group variability. The use of scores and grade level equivalents should be explored.

The exploration of principal and teacher opinions and attitudes should be more realistic. These instruments could ask more specific and penetrating questions. More opportunities for open-ended responses could be provided. Anonymity should not be ruled out as a useful technique. However, the auditor thinks that people should be willing to take personal responsibility for their attitudes and opinions. Frequent frank interviews are useful. The auditor's findings indicate that the evaluation does not realistically report teacher and principal attitudes.

An evaluation of the Coordination Component should be included in the evaluation. This should include all the relationships between the project administrative overlay and the regular administrative relationships within the districts. As has been previously discussed, this is essential to having a smooth functioning, integrated instructional program. Making bilingual instruction a permanent part of the school program is dependent upon it.

The evaluation is well written, detailed, and quite accurate. It is worthy of careful study by all persons charged with administrative responsibility.

SECTION V

Confirming or Questioning of the Need for Program Modifications

Most of the things that should be said in this section have been written in more detail elsewhere already.

1. The evaluator's recommendations should be studied carefully by administrators with a view to their implementation. The methods used for their implementation should be in accord with sound educational principles.

2. Administrative action should be taken to deal with the concept of a dual learning program and the resulting feeling of an unfair work load that is affecting the teachers' attitudes. Curriculum unification should be considered. The teachers seem to endorse the concept of bilingual education almost unanimously.

3. This program is probably one of the better bilingual programs. Many aspects of the program have improved during the second year's operation. This progress should be continued.

4. The project coordinators have functioned well this year. Both of them are highly respected by the teachers.

5. The addition of a full-time evaluator has been most helpful to the project.